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VICTIM SERVICES IN CALGARY
THE PROGRAM, THE RESEARCH

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ABSTRACT

This report describes in some detail the history of the Calgary Police Service's Victim/Crisis Unit (V/CU), the services it provides, and the clients it serves. Also described are the various research projects which the program has undertaken.

In 1981, the Victim/Crisis Unit was formed to provide comprehensive services to crime victims. It absorbed many of the victim-related activities of the Police Crisis Unit and the Records Department, and sought to complement them by developing additional services.

Situated in the Community Services Section of the police department, the V/CU is composed of a staff of ten and a number of volunteers. Services offered include crisis intervention, various emergency services, supplying information, counselling or emotional support, court accompaniment, help in applying for financial compensation, or home visits. Program staff identify their clients either by screening of police reports that are received daily, by referrals from officers, or through client self-referral. Contact is made either in person or by telephone, by crisis workers and volunteers. Records are kept on each client personally served.

The V/CU's goals are (1) to ensure that the emergency needs of victims are met, (2) to identify, contact and provide services for all elderly crime victims, (3) to provide needed information to crime victims, (4) to ensure that crime victims are made aware of their financial compensation rights and (5) to shorten the length of time between the recovery of stolen property by the Police Department and its' return to owner.

The V/CU focuses its attention on 1) those in need of emergency services, 2) the elderly crime victim, 3) victims of attacks against the person, 4) cases where a party has been charged with the offense, and 5) victims who have had their property recovered by the police department.

In the one-year period between July 1982 and June 1983, 16,475 clients were contacted by program staff and offered service.

Several research project concerning victim needs and services, either completed or in progress, are also described. They include -

1 - A needs study was conducted in the fall of 1981 to help plan program goals and activities. This study found that 44% of respondents did not have any post-victimization needs or that their needs were readily and quickly met. The most common emergency need was emotional support, while the most common long-term need was for various types of information. Other findings were a low awareness of existing victim services and of financial compensation rights, and a low incidence of need for repair to property, transportation or financial assistance. Victims also reported a considerable degree of anxiety or

difficulty concerning court appearances, but witness management/court services were not uniformly provided. Existing services were also catalogued, and gaps and limitations of services were pinpointed.

2 - An evaluation of the V/CU program is being undertaken to determine the extent that it has been effective in serving crime victims. The evaluation will also address the impact of the program on other criminal justice system components.

3 - A study was conducted on the impact on victims of a new Calgary Police Service procedure for dealing with domestic assaults. While previously in these cases, victims were informed of their right to lay their own assault charge (a private information), under the new policy the police are directed to initiate such charges. In the study, victims were sampled (both pre- and post-policy) and interviewed concerning their experiences with and perceptions of this procedure. Conviction rates, court dispositions, types of sentences imposed were also examined. The two groups were compared along these variables. In addition, police officers and other experienced criminal justice workers were interviewed about their reactions to this new procedure and its impact on their work.

4 - Finally, the information requirements of crime victims are currently being examined in another study. Information regarding police investigation of cases and court dispositions is being provided to a sample of victims who are later interviewed. The interview will focus on their perceptions of the importance of the information, its' efficiency in getting to them, and their opinions of the appropriate role of the police in this matter. This data will be used to plan future V/CU goals and activities.

CHAPTER I - CRIME VICTIM SERVICES IN CALGARY

HISTORY OF VICTIM SERVICES

The past several years have been important ones for the development of crime victim services in Calgary. From 1977 to 1983, there has been a gradual growth in awareness and concern about the needs of crime victims by the Calgary Police Service. This period was also marked by the active support of the Federal Solicitor-General's Department in providing assistance and resources to develop a comprehensive crime victim service program.

Prior to June 1981, crime victim services within the Calgary Police Service were limited to the activities of two separate departments. They were services available through the Records Department and the Police Crisis Unit.

The Records Department

In 1977, a Victim Service Unit was formed and operated out of the Records Department of the Calgary Police Service. It resulted from concerns about the limited extent of services available to victims of housebreakings, and victims' difficulties in obtaining needed information. This service was provided by two staff members and had two main functions.

First, by form letter, staff notified victims of housebreakings, shopbreakings, thefts and damage, of their case numbers. These notices were intended for insurance purposes. Letters were also sent to victims when property recovered by the police department could be released.

Second, staff members answered inquiries from the public and insurance companies, and received information from them relating to criminal incidents. Staff answered these inquiries when information was available from police reports of incidents on computer, or alternatively directed the victim to investigating officers. Inquiries were generally equally divided between traffic and criminal matters.

This Unit was located in police headquarters and operated monday to Friday from 0730 to 1630.

Police Crisis Unit

The Police Crisis Unit (PCU) was formed in 1979 in response to the concerns of the Calgary Police Service about the recurring nature of certain incidents, particularly domestic complaints. Statistics had indicated that in one police district alone, 1400 calls per year were related to "psycho-social" problems or crises. The majority of these calls occurred between 6:00 pm and 3:00 am when no

other agency was available to respond. Because officer call load is heavy during this time and officers do not normally receive specialized training in crisis intervention, it was argued that the risk of physical assault both on police officers and complainants was high. Additionally, the probability of officers being called back at a later date for a similar incident was high.

PCU goals were:

- to provide expert assistance in assessment and intervention in crisis situations so that officer time at the scene and/or call-backs are reduced,

- to aid in the prevention of serious social and/or emotional dysfunction through early detection and intervention in crisis situations,

- to make referrals to appropriate agencies to promote more permanent resolutions to client problems.

The PCU operated in 2 (of 5) police districts, with a staff of 5 trained, civilian crisis-intervention specialists. Workers responded to requests from police officers for assistance. They were called to the scene of a complaint where they were briefed by the investigating officer who was then free for other calls. Typically, such incidents would involve domestic disputes, juvenile concerns, alcohol or drug-related calls, sudden deaths or mentally disturbed

persons.

Crisis workers stayed on the scene until the destructive levels of emotional disturbance had been reduced and some action (e.g. counselling and referral) for dealing with the problem was formulated. As soon as practical, the crisis worker followed up the contact and made appropriate referrals to mental health or other agencies.

THE VICTIM/CRISIS UNIT

In June 1981, as a result of program initiatives and funding from both the Solicitor-General, Canada and the Calgary Police Service, an expanded victim service program was formed - the Victim/Crisis Unit. The program's goals were to ensure that comprehensive services would be made available to crime victims by direct provision of services and by promoting the development of services in other agencies. An important component of the program was the use of volunteers to provide these services.

In order to coordinate services, all police programs providing crime victim services were re-organized in the Victim/Crisis Unit and located in the Community Services Section (see Appendix B). (Other programs within this section are the Senior Citizen program, the Race Relations Unit and various

crime prevention programs,)

The unit consists of a Sergeant, a Constable, a Volunteer Coordinator, 5 crisis workers, 2 clerk typists and a number of volunteers (see Appendix c). The crisis intervention specialists perform all crisis services and volunteers deliver most other services with the occasional assistance of full-time staff.

Volunteers are recruited from the community-at-large. They are required to spend a minimum of three hours working in the program each week. V/CU is also a practicum placement for social work students in Calgary. These two sources provide the unit with approximately 125 hours of volunteer work per week.

Activities

Typically, crisis workers begin their shifts by informing the Communications Dept. of their availability. They respond immediately to officers requests for assistance, going to the scene of complaints where they relieve the officer. After the crisis intervention is completed, workers return to await further calls.

Volunteers work out of the V/CU office which each day receives all police reports on homicides, sex offenses, robberies, housebreakings, thefts and damages. Reports are screened by the Volunteer Coordinator and appropriate cases are given to volunteers who contact victims by telephone. Clients are also referred by police officers, crisis workers, social service agencies, or

are self-referred.

When volunteers are unable to contact victims, a form letter is mailed explaining available services and, if appropriate, crime prevention information is included. Victims are encouraged to call the V/CU if required. At this point, the cases is considered concluded unless contact is re-initiated by the client. In cases of elderly victims, several attempts are made to reach the victim.

Among the services offered are:

1. counselling (or simply someone to talk to);

2. home or hospital visits;

3. transportation;

4. information about the police investigation of other case deatils;

5. information about court proceedings, dates and outcomes;

6. assistance in property return to the victim;

7. referral to social services and other agencies;

8. information about and/or assistance in applying for the various forms of financial reparation; and

9. court accompaniment.

The program also maintains most of the functions that were formerly carried out by the Records Department (see above). This consists of daily sending out about 50 letters informing property crime victims of their case numbers and answering approximately 100 telephone inquiries.

A Service Report is completed for each client served and is also entered on computer for monthly statistical analysis. (Appendix A provides some details about the clients and the services provided in a 1-year period.)

Hours of operation are between 0800 to 1800 on Monday, and 0800 to 0130 Tuesday to Saturday. At other times, 'on call' staff are reached by telephone.

Victim/Crisis Unit Goals

Following a needs assessment study of crime victims in Calgary (see Chapter II), program goals and methods of service delivery were adopted. They are:

1. Emergency Services for Crime Victims

Emergency services include counselling, referral, emotional support, repair to property, accomodation arrangements and transportation.

Findings of the needs study indicated that while immediate, at-the-scene services were not frequently required by victims, those victims that did report such needs rated them as very important. These services were not covered by other agencies in the Calgary. Traditionally, police officers performed these functions, time permitting, but this did not ensure uniform service delivery. A goal was set to ensure that the emergency needs of crime victims in Calgary are met. Because crisis workers operated a mobile service with direct radio linkage with police communications, it was decided that they would provide these services at all times when they were on duty.

After the crisis worker completes the call, other non-crisis workers provide any necessary follow-up services. In the event that some emergency needs are not identified and acted on, volunteers contact all victims of attacks against persons within 24 hours (or next working day) of receipt of the report. Contact is initially made by phone, and volunteers offer any assistance that may be appropriate.

2. Senior Citizens Services

Although the needs assessment study did not include a sufficient number of

'elderly' crime victims to allow for independent analysis of the needs of this subsection of the population, concerns voiced both by senior citizen groups and by specialists in the police department prompted V/CU to include as a goal that all elderly crime victims be identified and contacted, and that their post-victimization needs be met either by the V/CU or by referral to other agencies.

The crisis component of the program ensures that the emergency needs of the elderly are met. In addition, through the daily screening of police reports, staff identify and telephone all elderly victims. (In the cases of other age groups, contact would be made only in cases of attacks against the person or where screening indicated some particular need.) They are offered the full range of program services. Crime prevention information is frequently mailed to these people. Contact is maintained as long as victims require or request service.

The Calgary Police Service also operates a Senior Power program. Staffed by one officer, the program's mandate is to attend exclusively to the "crime-related needs" of the elderly. The V/CU frequently makes referrals to and requests assistance from this officer.

3. Information Services

The needs assessment in Calgary and, indeed, all other needs studies have reported that crime victims have limited information about the investigation

(and prosecution) of their cases, and further that they wish to be kept informed. In response, the V/CU program attempts to keep crime victims informed of important case information.

This goal is achieved through 2 different activities. First, in the daily calls to victims, all important and appropriate case (and/or court) information is provided by volunteers. Second, in the daily screening of reports, all incidents where a party is charged are identified. In these instances victims are notified of the charge, of court appearance dates, etc. Clients are encouraged to call back for further follow-up. The V/CU office maintains all court dockets and has access to police case files on computer. If requested, clients names are entered on a 'bring forward' filing system so that they can be contacted by staff in advance of court dates. This would be appropriate if the client wished to attend court.

4. Financial Reparation Services

Research suggested that victims had a low awareness of the types of financial compensation available to them and that there was little utilization by the courts in Calgary of the restitution sentencing option. V/CU therefore made its goal to ensure that potentially eligible victims are made aware of their rights and of the various kinds of financial reparation available. Activities related to this goal include providing information about programs and their eligibility requirements, assisting claimants in completing applications, and maintaining contact with the applicant until a claim decision has been reached.

V/CU staff is concerned mainly with three sources of compensation. They are the Alberta Crimes Compensation Board, court-ordered restitution, and small claims court.

- Eligibility for financial compensation through the Alberta Crimes Compensation Board (ACCB) requires that victims have suffered physical injury as a direct result of a criminal incident, and have out-of-pocket expenses related to it. V/CU staff and volunteers are knowledgeable about the eligibility requirements and the documentation required by this Board. If appropriate, staff suggest making a claim and offer assistance. Usually claimants come to the V/CU office and are aided in completing the form, but applications may also be mailed to victims if so requested.

The V/CU also provides the ACCB with the necessary police verification of the incident. This is automatically completed by V/CU when the claimant makes application, thereby speeding up the claim process.

- Under provisions in the Criminal Code, offenders can be ordered to pay victims some restitution for the monetary losses incurred as a result of the crime. Restitution is an infrequently-used sentencing option. There have been many problems associated with its use both in the area of the process required to get it, and its collection once ordered by the court.

As in the case of crimes compensation, volunteers inform victims of their right to apply for restitution and the eligibility requirements. Priority is

given to:

1. victims of property offenses and robberies;

2. cases where the amount of loss can be substantiated by third-party receipts;

3. victims who are agreeable to attend court to provide the personal representation that may be necessary; and

4. cases where victims have no private insurance on the lost or damaged property.

V/CU has developed an affadavit which they help victims in completing. Staff also see to it that the prosecutor receives a copy of this affadavit. The purpose of this process is to increase the amount of information and data that the court has concerning the financial impact of the incident on the victim.

- Staff also inform victims about the requirements and process in bringing a suit before Small Claims Court. In these cases, information is provided and the client is told to recontact V/CU should some further assistance be required.

3. Property Return Services

Victims often complain about the time they have to wait to have property that is recovered by police departments returned to them. The needs study had

indicated that fully 65% of victims whose stolen property was subsequently recovered by the police department waited over 3 months for its return to them. These delays were mainly due to the use of property as evidence in court. Of 26 such cases, in only 10 cases was the property photographed at the police department and returned to its' owner, the court using the photograph as evidence. The V/CU therefore set as a goal to shorten the length of time between police recovery of property and its' return to its' owner. To accomplish this, V/CU has attempted to encourage the use of the 'photograph and release' procedure.

When property, recovered by the CPS, is linked to an owner, officers submit a follow-up report. V/CU receives these reports and notifies owners by mail that their property has been recovered. In the letter, victims are told of the 'photograph and release' procedure and are advised to contact the officer to arrange for its return. A copy of this letter goes to the investigating officer to focus his attention on the need for speedy property return. One month later, all notified owners are contacted by phone to determine what action has been taken. If they wish some assistance in recovering property, V/CU will help by contacting investigating officers and/or arranging for a convenient time for all parties to have the property photographed.

Target Population

The V/CU focuses its attention on 4 segments of the crime victim population. They are:

1. those in need of emergency services;

2. the elderly crime victim;

3. those who have been victims of assaults, sex offenses, robberies, and families of homicide victims;

4. those victims of cases where a party has been charged with the offense; and

5. those who have had their property recovered by the police department.

Internal Organization

The V/CU has 10 full-time staff members (see Appendix C). The Sergeant is responsible for the promotion of the Unit within the police department, public

education, and liaison with social service agencies. Along with the Volunteer Coordinator and the researcher he decides the goals and operating policy of the Unit. He also provides service delivery when difficult cases arise, and is responsible for the program's administrative functions. He supervises and manages 5 crisis workers, the constable and the volunteer coordinator.

The Constable assists the Sergeant in promotion and public relations activities. He also helps in training and supervising volunteers. When cases arise that require knowledge of police operations, the Constable provides direct service.

The Volunteer Coordinator is responsible for the development and ongoing maintenance of the volunteer program, including recruitment, training and supervision. The incumbent also provides service delivery in difficult cases and assists the Sergeant in his public and police-awareness functions.

Five crisis workers, under the direction of the Sergeant, respond to police officers requests and provide crisis intervention services.

The researcher along with the Sergeant and the Volunteer Coordinator plans program activities and goals, and maintains program records. The researcher is also reponsible for directing the various research activities describes in Chapter 2. This is a limited-term position and is not included as part of full-time positions.

Volunteers perform the bulk of direct client services of a non-crisis nature.

They contact or are contacted by victims and are trained to provide a full range of services. Volunteers also assist in maintaining up-to-date information about other agencies.

Clerical staff perform all the necessary clerical functions and also deal with routine victim requests over the phone.

Volunteer Training

Volunteers undergo an initial three-day training period in which they are instructed in interviewing techniques, police procedures and policies, program recordkeeping, court familiarization, program activities, methods of service delivery, and equipment operation. At other times during the course of volunteers' time with the program, training is augmented by workshops on areas of interest or special concern (e.g. presentations by social service agencies, films, in-service training). Volunteers also 'ride along' with police officers at least once to give them first-hand knowledge of police officer work.

Because practicum student placement is undertaken three times a year, the training program is timed to coincide with this schedule.

Program Awareness in the Police Department

Information from personnel of other victim programs and initial experiences in Calgary suggested that the above-mentioned goals could not be fully realized unless officers on the street knew about, accepted, and used the program. That information emphasized the importance of police officers' understanding of the activities of a victim program and of the ways it could be useful to them. The V/CU works 1) to increase awareness among officers of victim rights and services, and 2) to achieve acceptance by police officers. Success is measured by the numbers of referrals by police officers. This education role is primarily the responsibility of the Sergeant.

Staff regularly make presentations to police officers in various settings. At these times, program staff speak about the unit, about victims' needs, rights and concerns, and about services available to them. Officers are encouraged to refer victims directly to V/CU to shorten the time span between incident and service delivery.

The Unit has also developed a brochure about the program, an information booklet for all officers, and a poster which is displayed in all district offices. Currently in development is a sticker with the V/CU telephone number which can be attached to officer notepads.

Police officers are also invited to attend some in-service training sessions

arranged for the volunteer staff. At these presentations, professionals and/or staff of other social service programs update V/CU about their programs. When officers attend, it provides the added benefit of increasing police officers awareness of the program and familiarizes them with staff and volunteers.

The C.P.S.'s Training Section has also produced a videotape illustrating the ways the V/CU can help both victims and police officers. This is shown from time to time at the start of shifts. Currently, a training videotape about domestic assault victims and their needs is being developed for inclusion in recruit training.

CHAPTER 2 - RESEARCH ACTIVITIES

Research is considered an integral part of the V/CU program. It was early decided that the information gained from research activities would be used to help plan, monitor and evaluate program goals and activities. A researcher was employed to direct these activites. The researcher's role was to gather three types of data: at the start of the program to assess victims needs and collect baseline data on existing procedures/services; once the program was implemented, to gather data on its' various activites and suggest modifications when necessary; and finally, to evaluate the program once it was fully operational.

The following is a description of the various research projects, either completed or in progress, which respond to the first and third tasks. The second task of monitoring activities is carried on continually. Two other studies are also being conducted. One deals with the police response to domestic assault cases; the other, with the information requirements of crime victims. These are described last.

THE SERVICE NEEDS OF CRIME VICTIMS IN CALGARY

A needs assessment study, Needs and Services for Crime Victims in Calgary, was conducted in the fall of 1981 to help set initial goals and activites. Data was collected from several sources: crime victims,[1] key informants and professionals in the criminal justice field (including police officers, crown prosecutors, social workers and administrators). A complete sample of agencies providing services to crime victims in Calgary was also compiled and was made available at each District Office.

These data bases made it possible to identify victims' perceptions of their needs and to match these needs with the availability of services, thereby pin-pointing gaps and overlaps. In addition, service workers provided a view of victim needs from the service deliverers' eyes, as well as important insights into the ease or difficulty of providing such services.

The findings of this study can be briefly summarized as follows:[2]

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[1] Crime victims were selected from serious crime classifications. Four sub-populations of victims were sampled equally - recent victims (within 6 weeks of the incident), past victims (6 months after victimization), victims who appeared in court over the prosecution of a case, and those who had property recovered by the police department.

Victim Needs

- 44% of victims reported that they either had no needs following victimization or that help for their particular needs was readily available and quickly satisfied.

- More victims of attacks against the person required services than did property crime victims.

- Victims of attacks against persons reported higher degrees of upset immediately after the incident than did victims of property offenses. Additionally, they indicated slower or less than complete recovery from the incident several months later.

- The most commonly stated emergency need was the need for an individual or group who would have the time to provide emotional support and counselling immediately following the incident.

- There was a low incidence of need for emergency repair to property, transportation, or financial assistance. However, victims with these concerns ranked them as very important.

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[2] For a full description of the results, see Muir, J. (1981) Needs and Services for Crime Victims in Calgary.

- Overall, victims had a low awareness of both the services and rights available to crime victims.

- In surveying social services agencies, particularly senior citizen groups, it became apparent that while many agencies are willing to provide assistance to crime victims, referrals were not routinely made.

- The agency survey indicated that programs exist for women and children in distress, however, limited availability of (bed) space resulted in only the most severe cases being accepted.

- Victim awareness of and application for financial reparation (e.g., crimes compensation, and/or restitution though the court) was low. Forty-two percent (42%) of all respondents were not insured for their property lost or damaged.

- In cases where victims' property was recovered by the police department, 44% reported that the length of time it took to have it returned to them caused "considerable or some difficulty".

- Of 26 cases where property was used as evidence in court, in only 10 cases was the property photographed and returned to the victim, the court using the photograph as evidence.

Witness Needs

- Court (witness management) services are not uniformly offered to crime victim/witnesses. When provided, the police officer was most likely to have delivered the service.

- Victims who went to court reported lack of information, and apprehension about court procedures and their appearances in court.

- Of those who were subpoenaed, 58% reported that their unfamiliarity with court procedures and routines resulted in difficulty in knowing what to do when they got to court.

- Of victims who were subpoenaed to court, 49% reported that not knowing what to expect about testifying resulted in difficulty.

- Fifty-eight percent (58%) reported apprehension about being around the accused, or feared retaliation from the accused, when in court.

- Thirty-nine (39%) of all respondents volunteered that some kind of court preparation should be provided witnesses.

- Interviews with police and professionals involved with the courts indicated that other than when subpoenaed, victims are not routinely notified of court

dates or disposition of cases in which they are involved.

- When information other than that on subpoena was provided victim/witnesses who were to appear in court, it was most commonly provided by police officers, not court officials or crown prosecutors.

Existing Services Available to Crime Victims

All Calgary social service programs and police programs were surveyed to identify those appropriate for crime victims. Crime victim services were classified into types and compiled into a directory for further program use. They included crisis services, information services, compensation and legal services, witness management services, and crime prevention services.

Some findings were that:

- While few social agencies (with the exception of compensation programs and some women's programs) provide services <u>targeted</u> at crime victims, such clients are eligible for several programs. Level of awareness of these programs is low among victims, and access often depends on referrals or verification from the police department.

- Crisis services (e.g., housing, counselling, support) are available to victims through programs within the police service and other agencies. They are mainly for women in severe distress. Due to limited bedspace, emergency

housing is offered only in critical cases.

- If required, financial assistance is available to all, but need must be demonstrated.

- Case information is available from the police department and the courts, and is provided at victim request. Problems arise when requests are made for other than computerized police data. In these cases, victims are directed to police officers but are often unable to make contact after repeated attempts.

- Several organizations offer senior citizens services that might be useful after victimization (e.g., volunteer counselling and visiting, security checks). Referral is necessary in these cases.

- Most informants and professionals in the criminal justice field report philosophical agreement with the principle of financial reparation to crime victims (e.g., restitution), however, several reported concerns and doubts about the logistics of full implementation.

- Mediation programs between offender and victim (diversion) are unavailable in Calgary. This concept met with a less than favourable response from professionals.

- The Chairman of the ACCB stated that the fund was under-utilized by

Calgarians.

- Court information is provided for victim/witnesses only if they are subpoenaed. A brochure informing witnesses of court procedures, terminology, etc., exists, but it is not generally included with the subpeona.

- A witness information center's mandate includes supplementary services to witnesses (other than subpoena issuing) however they are rarely used.

Based on the above findings, it was concluded that a victim program could appropriately target certain segments of the crime victim population. It was also concluded that while some services needed (e.g., someone to talk to, emotional support) were not available, others existed but were simply not accessed (e.g., court information, compensation programs). As a result, goals, activities and referral mechanisms were developed.

PROGRAM EVALUATION

An evaluation will be conducted to determine the extent to which the program is effective in meeting its goals and in serving crime victims. It will also address the impact of V/CU on other criminal justice system components. Data is being collected continuously over an 18-month period of program operation and will be completed by the end of the federal Ministry of the Solicitor General's funding period (June 1984). It will contain information on the following areas:

1. A description of the Victim/Crisis Unit program, its goals and activities.

2. The impact of the program on crime victims, measured in terms of satisfaction with the services.

3. V/CU's impact on the criminal justice system. Of specific interest is program impact on the police department and police personnel, on the use by victims of the Alberta Crimes Compensation Board, and on the awarding of restitution by the courts.

1. Program Description

Discussion will include a description of the program model adopted by the V/CU together with some benefits presumed to be associated with that particular model. Analysis of documents and records, interviews with staff and informed

outsiders will provide the primary source of information about program definition, activities and implementation.

2. Impact on Crime Victims

The evaluation will address the issue of whether program activities and efforts meet client needs, and establish victim satisfaction with services provided.

Over an 18-month period a monthly random sample of V/CU clients will be selected and a telephone questionnaire administered. The questionnaire will pertain to the needs of victims, the services provided them, the extent to which the services addressed needs, and victim satisfaction with the services.

Because V/CU was unable initially to offer its programs city-wide, a comparison group (one police district) was established for a period of time. That district's crime statistics most closely reflected city-wide statistics. Comparisons will be made between this group and the treatment group.

Data will be collected on a regular basis, three months after service is provided. It is expected that the final sample will consist of approximately 360 respondents (240 - treatment group, 120 - comparison group).

Analysis of this data will indicate the extent to which the program has been successful in reaching goals relating to service delivery and victim

satisfaction.

The Elderly Crime Victim

Considerable attention has been given both to the rates of criminal victimization of the elderly and the effects of such incidents in terms of traumatization and service needs. Currently these issues have not been conclusively studied in Canada to the extent that they are helpful to victim service programs in planning specific activities for that group. However, concerns persist and the literature tends to support the view that the effects of victimization may be more serious for the elderly than for other segments of the population (Rifai (ed.), 1977; Cook et al., 1978). Many view the elderly as a visible minority whose needs are unique, and therefore require special attention.

For these reasons, separate attention will be paid to this group. Data collected from victims, from program records, and from secondary sources will be broken out and analysed separately for this group.

Firstly, based on V/CU records, a profile of elderly victimization will be constructed along with the numbers and types of services that are delivered to victims over 65. This will be compared with other age categories.

Secondly, it can be determined through analysis of secondary sources (e.g., police department monthly and annual reports, V/CU monthly and cumulative

statistics) the rate of victimization of the elderly for several crime classifications - homicide, assualt, sex offenses, robbery and housebreakings. This is possible because V/CU receive all these reports and routinely selects all elderly victims for contact. Therefore all elderly victims of these categories will be recorded on V/CU records. The rate of victimization for the elderly and whether it is significantly different from their population ratio can then be determined from these two sources.

Thirdly, information gained from the evaluation questionnaire will be separately analysed for clients over 65. V/CU records indicate that between 15-17% of their clientele are over 65. Of the 360 cases sampled in this evaluation it is expected therefore that approximately 50-55 elderlies will be included. Along with the evaluation questionnaire, these respondents will also be asked specific questions pertaining to the services available to themselves and to the elderly in general.

Using these three data bases, a profile of elderly victimization, the services provided and their satisfaction with them will be presented.

3. Impact on Environment

There are many other organizations within the criminal justice system that are directly or indirectly concerned with crime victim services. Important among these is the Calgary Police Service. A measure of V/CU's success is its' ability to dovetail efforts with existing programs, to access clients to them,

and to provide some benefit to these others.

Therefore it is necessary to determine whether V/CU is appropriately placed and functional within that environment. Some measures of V/CU's impact on this network will be considered. The evaluation will focus on three areas. They are:

- Victim usage of and satisfaction with the Alberta Crimes Compensation Board.
- The extent of use of court-ordered restitution.
- The V/CU's impact on the police department and its officers.

Crimes Compensation

There are several sources of reparation for victims to recover the monetary loss suffered in a criminal incident. With the exception of private insurance policies however these sources are not always known or used by eligible parties. Of interest to the V/CU is the use of the Alberta Crimes Compensation Board by Calgary victims.

As mentioned earlier, victims have in the past not routinely been informed about this board and its mandate. Of 14 persons sampled in the needs study who suffered some physical injury as a result of their victimization only one was familiar with the role of ACCB. Also, 5 of these incurred expenses as a direct

result of the incident, yet none applied for compensation.

The Board's Chairman also expressed concern that the ACCB has been under-utilized in Calgary. For example, from 1976 to 1981, Calgary claims averaged 55% of Edmonton claims although population statistics and characteristics of these cities are similar. Additionally, during that period the board sat twice the number of days in Edmonton than Calgary, another indication of the relative use of this service by Calgary versus Edmonton citizens. It was assumed therefore that because Calgary citizens lacked information about the ACCB, they were under-represented in their applications. The V/CU decided that it would take an active role in ensuring that crime victims who may be eligible to make claims on the ACCB were notified of that right.

V/CU's activities here provide an interesting focus for research, not only as success in this area is indicative of program goal achievement, but it also provides victim-oriented information on the compensation process.

Data will be collected from three sources:

1. Information from records and case files will be used to determine activities in this area including numbers of clients informed of compensation rights, number of applications processed, percentages of successful applications, amount of awards, etc., along with any difficulties and benefits associated with applications. This information will provide evidence of V/CU's program

implementation in this area.

2. Crime victims will be interviewed concerning their satisfaction with the crimes compensation process and the awards ordered.

3. ACCB reports will be analysed and staff members interviewed to determine whether V/CU activities have had an impact on ACCB awards. For example, have they resulted in any significant change in the ratio of Calgary applications vis-a-vis Edmonton, or the rest of the province? This will be indicated by a longitudinal analysis of the number of applications, cases heard, the number of days sitting in Calgary, and indirectly by the dollar amount of Calgary awards. ACCB staff members will also be interviewed for their opinions on the value of V/CU activities in accessing claimants to the Board.

The Use of Restitution in Calgary

Research on the use of restitution as a sentencing option will serve both a planning and evaluative function. It has been clear both from the program's own experiences and from the literature that the use of restitution is both uncommon and also fraught with many problems. In fact, an appropriate role for a victim program was not clear.

V/CU made some initial attempts to help victims obtain restitution. These were largely unsuccessful. Therefore, it was decided that specific information

should be gathered that would lead to the determination of an appropriate role for the program to undertake in this area. The activities implemented as a result could then be evaluated.

Information has been collected on the current use of restitution by Calgary courts in 1982, and on recipients perception of that process.

All court dockets (Provincial and Court of Queen's Bench) were examined for a 3-month period and a complete sample of cases where restitution was awarded to individuals or small business owners was drawn (n=17). The characteristics of these cases were documented as well as victim attitudes and concerns about this process.

At the same time, 30 appropriate victims were assisted in their applications for restitution. Information learned from this experience would be useful in establishing procedures to be used in making application. It would also provide information about the problems that might be encountered.

Crown prosecutors were also interviewed on their views and opinions of the benefits associated with this sentencing option, and the characteristics of cases that influence whether restitution is ordered or not. Suggestions were also elicited on how existing procedures could be improved.

Based on the above information, some specific recommendations will be made for consideration by V/CU staff regarding an appropriate role in this area.

After the V/CU has implemented the suggested procedures for assisting crime victims in restitution claims and a sufficient data base is available, further data will be collected to evaluate the program's impact in this area. Research methodology will be similar to that used to analyse impact on ACCB. It will document on a macro level any changes to the use of restitution by the courts, as well as V/CU's success in helping clients apply. Information will also be gathered on recipients' perception of and satisfaction with this process and the resulting awards.

Police Department and Officers

It is assumed by program planners and staff that, through the V/CU program, some benefits accrue to the police department and its officers. Achievement of these implicit goals are also viewed by program staff as measures of their success. Some of these benefits may include positive victim attitudes toward the police, officer satisfaction with the services provided, reduced officer time at-the-scene of some complaints, reduction of callbacks to chronic (domestic) complaints. It is therefore necessary to determine whether these goals have been met.

Several data sources will be used to gather this information. They will include victim interviews (victim attitudes toward police department services), police officer interviews (police officer satisfaction with services, perception of the value of V/CU services, and reduced time at-the-scene of complaints) and information from secondary sources (extent of callback

reduction).

The extent to which the program is useful to police officers is also indirectly indicated by the number of referrals made to the program by them. This is documented on a monthly basis, increased referrals indicating positive attitudes and acceptance.

OTHER RESEARCH ACTIVITIES

Two other research projects not directly related to program evaluation but of interest to the police department and program practicioners have been completed or are in progress.

A Police Response to Domestic Assaults

In November 1982, the Calgary Police Service initiated a new procedure for dealing with (domestic) common assault cases. Whereas previously, officers would direct an assaulted party to lay a private information against the assailant, under the new procedure, officers themselves lay assault charges

where there are "reasonable and probable grounds" to believe an offense has occurred.

A study was conducted to determine the impact of this new domestic assault policy on victims, on charging rates, on court dispositions and on conviction rates.[3] It also examined police officer and court officials (e.g., prosecutors) perceptions of this policy in terms of their satisfaction with it and the problems arising from it.

The research sampled victims of spouse abuse (n=164) who were interviewed either in person or by telephone. Information gathered included the characteristics of situations leading to the complaints, demographic characteristics of victims, types of injuries suffered, marital relationship of parties, victim desire to have charges laid, services provided victims after the incident, experiences during prosecution of the case, victims' perception of prosecutors and judges' attitude toward them or the case, court adjudication, victim support of the new procedure, victim satisfaction with handling of case by police and courts, and intention to report future victimization. Data collected for pre- and post-procedure groups were compared on these variables.

Police officers and court officials who had experience in dealing with domestic assaults were also interviewed. Information gathered included their

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[3] For a detailed discussion see A Police Response to Domestic Assaults (Muir, 1983).

perceptions of the policy, its impact on their work and their opinions of the workability and advisability of dealing with domestic assaults in such a manner

Some findings were:

- (Domestic) assault charges have increased dramatically. For every 1 charge laid prior to the policy, 7 charges were laid after.

- Victims report a significantly higher level of satisfaction with the police handling of their complaint since the adoption of the new charging procedure.

- The conviction rate for the post-policy group was .34, as opposed to .50 for the pre-policy group.

- There was a high percentage of withdrawals in the post-policy group (40%). Victims often requested these withdrawals from the crown procesutor.

- In cases where charges were laid, victims were more likely to project a decrease of further assaults.

- Victims most frequent complaints concerned leniency of fines, lack of information about their cases and their limited role in court proceedings.

- Officers still use some discretion in deciding whether or not to lay

charges.

- Officers supported the intentions of the policy but were dissatisfied with domestic interventions in general because of victims' propensity to attempt to have charges withdrawn and because of lenient sentences.

- The charging procedure was supported by prosecutors. Assault charges of a domestic nature are handled as in any assault cases. Although there are several difficulties with their prosecution, there is no specific approach to meet the unique needs of such cases.

The Information Requirements of Victims

Needs studies and other literature on victim services often cite desire for more information about their cases as the most common victim concern. To determine specific information requirements and to plan program activities, crime victims are being sampled and interviewed by telephone. This study deals with both the type of information victims have, or wish to have, concerning their incident, and their perceptions of the adequacy of the information provided.

In total, 240 cases will be sampled and receive information (mailed form

letters) concerning the investigation of their cases and/or progress of court cases. This group is divided equally between cases where charges were laid and cases where the police investigation did not lead to the laying of charges.

In the group where charges have been laid, victims are provided information at every step in the court proceedings, including the final disposition. Where no charges were laid, victims are informed when it is decided by the police department that no further investigation on the incident will take place. Further, a control group, receiving no such 'extra' information, has been established.

Information is being collected on the efficiency of providing this information to victims, their perceptions of the importance of the various types of information, their satisfaction with the information received, and their opinions about the appropriate roles of the police and courts in providing such services. Information generated will be used for planning future victim service activities as a computerized mailing system is currently being considered, but requires considerable expenditure.

APPENDIX A. PROGRAM RECORDS - AUGUST 1982-JULY 1983

The following statistics briefly summarize the number and types of services delivered by V/CU from August 1982 to July 1983* -

Number of crime victims contacted

Total	16,475
Personal Contact	1,559
Contact by Letter **	14,916

*The following statistics reflect only cases where clients are contacted personally, not by letter. Telephone inquiries, which average 100 per day and which are quickly dispatched, are not included. Also, as no statistical information is available on crisis intervention services, they are not included.

**When V/CU staff are unable to reach victims personally, a letter and appropriate crime prevention information is mailed. In addition, on average 50 form letters are mailed dailywhere a personal call is not considered necessary.

Types of Services Provided ***	%	(N=)
Case Information (to or from client)	38	(584)
Property return inquiry/assistance	1	(16)
Support/counselling	14	(210)
Crimes compensation claim assistance	6	(94)
Restitution claim assistance	2	(27)
Witness management	2	(23)
Transportation	0.3	(4)
Court information	7	(101)
Financial assistance arrangements	1	(14)
Information about agencies and services	24	(368)
Fatality services	0.1	(2)
Repair to property	0.3	(5)
Crime prevention information	13	(193)
Personal referrals to agencies	3	(47)
Other	9	(144)

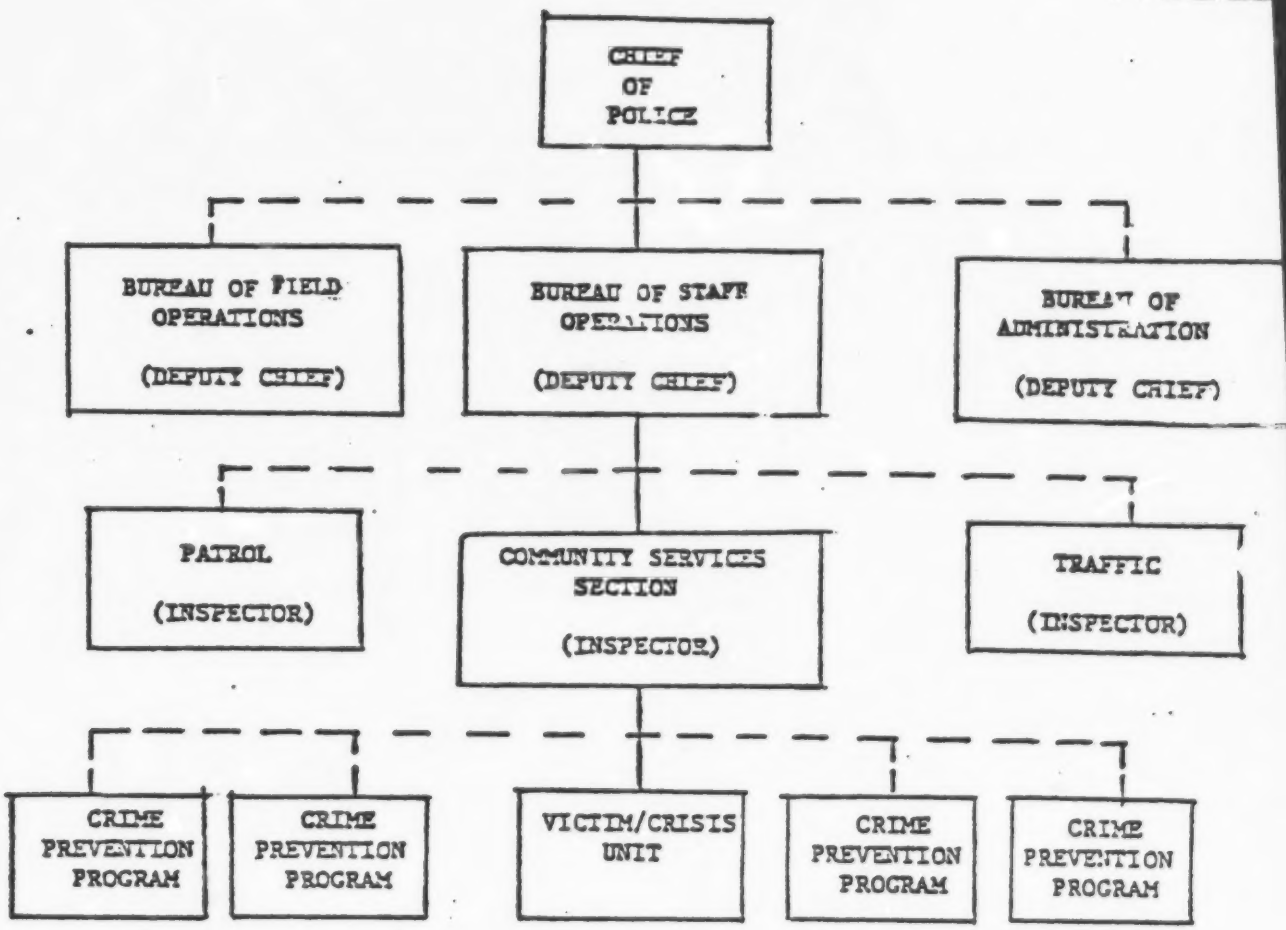
*** Column may sum to over 100%, as more than one type of service may be provided each client.

Offense Categories	%=	(N=)
Homicide and Assault	41	(645)
Sex offense	20	(319)
Robbery	9	(144)
Death	2	(27)
Housebreaking	14	(216)
Theft and Damage	8	(119)
Other (fraud, traffic, etc.)	6	(89)

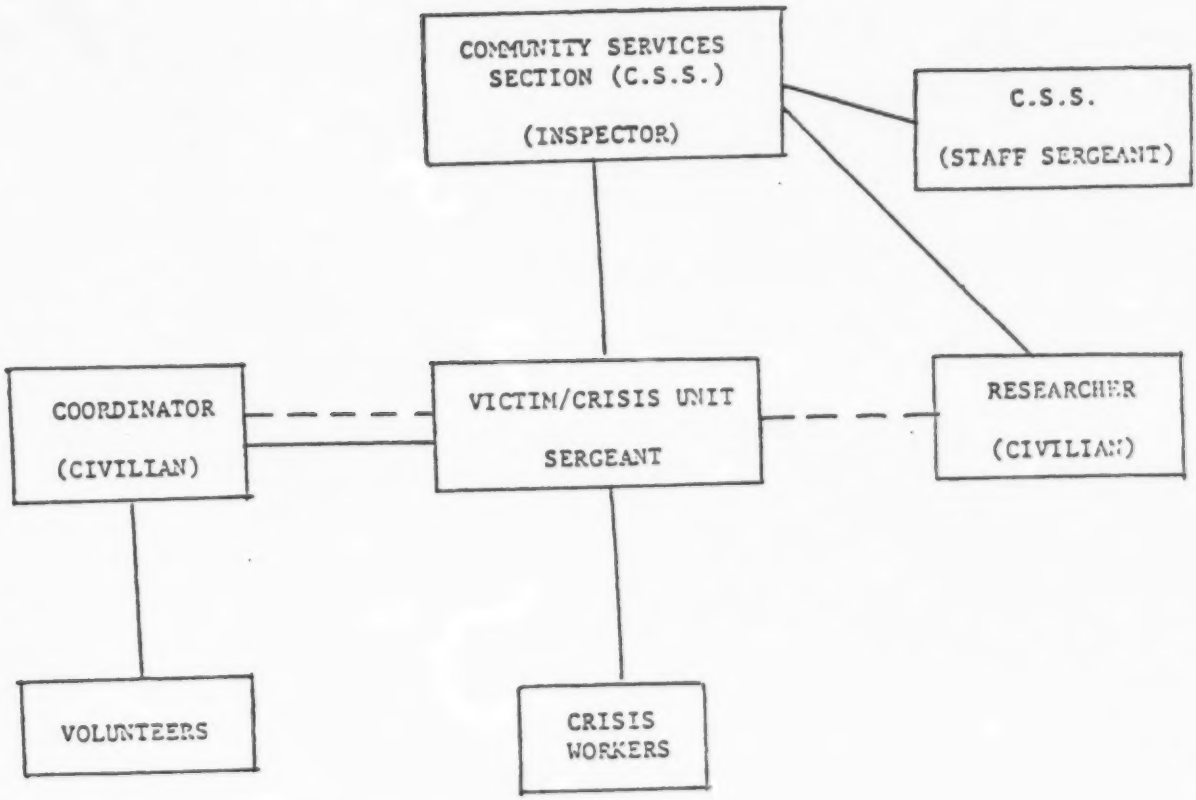
Age Distribution of Victims		
Under 16	20	(271)
16 - 24	25	(340)
25 - 39	27	(375)
40 - 64	17	(230)
65 and over	12	(164)

Sex		
Male	40	(616)
Female	60	(933)

APPENDIX B. PROGRAM PLACEMENT IN POLICE DEPARTMENT



APPENDIX C. VICTIM/CRISIS UNIT - INTERNAL ORGANIZATION



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APPENDIX E. FORMS AND LETTERS

CALGARY POLICE SERVICE
316 - 7th AVENUE SOUTH EAST • CALGARY, ALBERTA, CANADA T2G 0J2 • TELEPHONE (403) 265-3330
ADDRESS ALL CORRESPONDENCE TO: THE CHIEF CONSTABLE

Dear

Name:
Address:
Case No.:

We are sorry to learn that you have been the victim of an indecent act. Be assured that it is normal to feel anger, confusion or fear as a result of this incident.

The Victim/Crisis Unit has information available on agencies within the city who may be able to provide you with counselling, reassurance or other services that you feel you may need. Please call us at 268-2096 between 8:00 a.m. and 8:00 p.m. for this information.

Pamphlets which may be of interest to you are enclosed.

Yours truly,

Calgary Police Service
VICTIM/CRISIS UNIT

CALGARY POLICE SERVICE
316 - 7th AVENUE SOUTH EAST - CALGARY, ALBERTA, CANADA T2G 0J2 - TELEPHONE (403) 285-3330
ADDRESS ALL CORRESPONDENCE TO: THE CHIEF CONSTABLE

Dear

Case File No:
Offence:
Offence Date:
Place of Occurrence:

This letter will serve as confirmation that the noted occurrence was reported to the Calgary Police Service. Please retain this letter for insurance purposes.

If you have any questions concerning your case file, please do not hesitate to call the Victim Services Unit at 268-2093 or 268-2094, during the hours of 8:00 a.m. to 4:00 p.m., Monday to Friday referring to your case file number.

VICTIM SERVICES UNIT

CALGARY POLICE SERVICE
316 - 7th AVENUE SOUTH EAST • CALGARY, ALBERTA, CANADA T2G 0J2 • TELEPHONE (403) 265-3330
ADDRESS ALL CORRESPONDENCE TO: THE CHIEF CONSTABLE

Dear

Victims of assaults are often eligible to apply for compensation from the Alberta Crimes Compensation Board and must do so within one year of the incident.

If you feel that you meet the following criteria:

1. lost wages or salary because of the injury including potential loss of earnings

2. medical and dental expenses occurred

3. clothing or eyeglasses were damaged

4. suffered a minimum loss of $100.00 in any of the above areas

Please call the Victim/Crisis Unit at 268-2096 for further information and assistance in completing an application.

The office is located at Room 331, Building 11, 8 Manning Close N.E.

Yours truly,

Calgary Police Service
VICTIM/CRISIS UNIT

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CALGARY POLICE SERVICE
316 - 7th AVENUE SOUTH EAST • CALGARY, ALBERTA T2G 0J2 • TELEPHONE 265-3330
ADDRESS ALL CORRESPONDENCE TO: THE CHIEF CONSTABLE

Crown Prosecutor's Office
Rocky Mountain Plaza
Calgary, Alberta

Dear . . .

Attached please find an application(s) for restitution from:

The affidavit has been duly witnessed and all available supporting documents are attached.

Thank you for your assistance in this matter.

Yours truly,

Joyce Brown
Volunteer Coordinator
Victim/Crisis Unit

JB/gmg

APPROVED BY: _____
J. Graham, Inspector
i/c Community Services Section

REGINA VS. _____

Application for Restitution

I, _____ make oath and say that I have personal knowledge of these matters except where stated to be on the information and belief in which case I verily believe ...... them to be true.

1. I, _____ of _____, Alberta am the victim in regards to the commission of an offense under section _____ of the Criminal Code of Canada.

2. I have suffered damage to property, loss or injury in this matter and the nature and amount of these damages, losses or injuries are correctly detailed in exhibit "A" of this may affidavit.

3. Attached and marked as exhibit "B" to my affidavit is documentation which I verily believe to be true, in support of my application. (If not applicable cross-out and initial)

4. I am applying for satisfaction, compensation or restitution under sections 653(1) and/or 663(2)(e) of the Criminal Code of Canada.

_____
applicant

Sworn before me this _____day, the _____day of _____, 198_.

_____
Commissioner of Oath or J.P.

REGINA VS. _____

Application for Restitution

I, _____ make oath and say that I have personal knowledge of these matters except where stated to be on the information and belief in which case I verily believe ... them to be true.

1. I, _____ of _____, Alberta am the victim in regards to the commission of an offense under section _____ of the Criminal Code of Canada.

2. I have suffered damage to property, loss or injury in this matter and the nature and amount of these damages, losses or injuries are correctly detailed in exhibit "A" of this may affidavit.

3. Attached and marked as exhibit "B" to my affidavit is documentation which I verily believe to be true, in support of my application. (If not applicable cross-out and initial)

4. I am applying for satisfaction, compensation or restitution under sections 653(1) and/or 663(2)(e) of the Criminal Code of Canada.

_____
applicant

Sworn before me this _____day, the _____day of _____, 198_.

_____
Commissioner of Oath or J.P.

This is Exhibit "A" to the Affidavit of _____.

_____
applicant

Sworn before me this _____ day, the _____day of _____, 198_.

_____
Commissioner of Oath or J.P.

Nature of Damage, Loss or Injury	Value
1.	
2.	
3.	
4.	

Victim Services Report

1. V/CU Case # _____ 1 _____ (1-5)

2. CPS # _____

4a. Victim Name _____

Client Name _____ 3 _____ (6-11)
(If other than Victim)

3. Today's Date D | M | Y

5. Client Address _____ 7 _____ (12-13)

7. Age _____

8. Sex M 01 F 02 8 _____ (14-15)

6. Telephone No. _____ 9. Primary 01 9 _____ (16-17)

Secondary 02

11. Offense _____ 10. Commit Date D | M | Y 10 _____ (18-23)

CIRCLE OR CHECK APPROPRIATELY 11 _____ (24-29)

12. District where incident occurred: 1 2 3 4 5 6 12 _____ (30)

13. Source of Contact

1 VSU Initiated	4 Client Initiated
2 PCU Referral	5 Social Serv. Agency NO.
3 Officer/Dept. referral	6 Other

13 _____ (31)
NUMBER

14. SERVICE RECORD 14a _____ (32-33)
SERVICE

#	Today's Date	B. Service Code	C. Contact Code	Disposition	D. Staff #	E. Time Spent

14b _____ (34-35)

_____ (36-37)

_____ (38-39)

_____ (40-41)
CONTACT

14c _____ (42)

_____ (43)

_____ (44)
STAFF

14d _____ (45-46)
TIME

14c. CONTACT CODE

1. Incoming Telephone	4. Outgoing telephone
2 Incoming Letter	5. Outgoing letter
3 Office visit appt.	6 Visit to client

14e _____ (47)

15. Referral Agency 1. _____ * _____ 15 _____ (48-49)

2. _____ * _____

16. BF Date _____ PDMS Follow-up 1. Yes 2. No _____ (50-51)

16 _____

SERVICE CODES

01 Offer of Service - Not needed

02 Case Information To Client

03 Case Information From Client

04 Property Return Inquiry/Assistance

05 Support/Counselling

06 Crimes Compensation Claim Completed

07 Restitution Claim Completed

08 Witness Management Services

09 Transportation

10 Court Information/ Outcome

11 Financial Assistance Arrangements

12 Information about Agencies/Services

13 Fatality Services

14 Third Party Referral

15 Repair to Property

16 Discussed Incident

17 Crime Prevention Info

18 Referral to Agency

19 Other

20 Contact Letter

21 Insurance Co. Inquiry

22 Case report search